

## Message Text

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PAGE 01 TOKYO 12901 170852Z  
ACTION IO-14

INFO OCT-01 AF-10 EUR-12 EA-10 ISO-00 OMB-01 CIAE-00  
DODE-00 NSAE-00 NSCE-00 SSO-00 ICAE-00 INRE-00  
PM-05 H-01 INR-10 L-03 PA-01 SP-02 SS-15 TRSE-00  
HA-05 /090 W

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O 170842Z JUL 78

FM AMEMBASSY TOKYO

TO SECSTATE WASHDC IMMEDIATE 9654

AMEMBASSY BONN PRIORITY

AMEMBASSY LONDON PRIORITY

AMEMBASSY PARIS PRIORITY

AMEMBASSY OTTAWA PRIORITY

AMEMBASSY PRETORIA PRIORITY

AMEMBASSY LAGOS PRIORITY

AMEMBASSY LUSAKA PRIORITY

AMEMBASSY DAR ES SALAAM PRIORITY

USMISSION USUN NEW YORK PRIORITY

C O N F I D E N T I A L TOKYO 12901

E.O. 11652: GDS

TAGS: PORG, UNSC, SF, WA, JA

SUBJECT: JAPANESE PARTICIPATION IN UN PEACEKEEPING  
OPERATIONS

REF: A. STATE 179516; B. TOKYO 10943 (NOTAL)

1. EMBOFFS MET WITH UN POLITICAL DIVISION DIRECTOR  
MAKOTO WATANABE JULY 17 TO MAKE POINTS PARA 3 REF A  
CONCERNING JAPANESE PARTICIPATION IN UNTAG. WATANABE  
SAID MOFA HOPED TO CONTRIBUTE OBSERVER CONTINGENT AS WELL  
AS LOGISTICAL SUPPORT, BUT WAS UNCERTAIN IF TIME  
REMAINING WERE SUFFICIENT TO PERMIT COMPLETION OF INTRA-  
GOVERNMENTAL CLEARANCE PROCESS NEEDED TO PUT PLANS INTO  
EFFECT. DISPATCH OF PERSONNEL WOULD PROBABLY PROVE  
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ESPECIALLY DIFFICULT TO ARRANGE IN TIME REMAINING.  
WATANABE WAS MORE OPTIMISTIC CONCERNING EQUIPMENT CONTRI-  
BUTION, BUT EMPHASIZED THAT EVEN THIS WOULD BE EXTREMELY  
DIFFICULT TO PUT TOGETHER IN TIME. HE STRESSED THAT  
MOFA WAS DEVOTING INTENSIVE EFFORT TO THIS QUESTION AND  
PROMISED TO KEEP US INFORMED OF PROGRESS. HE SAID  
JAPANESE UN MISSION WOULD BE IN TOUCH WITH CONTACT GROUP

AS WELL.

2. IN A JULY 14 CONVERSATION, WATANABE HAD DESCRIBED IN MORE DETAIL NATURE OF POLITICAL AND LEGAL PROBLEMS GOJ WAS FACING IN DEVELOPING MORE ACTIVE APPROACH TO PEACEKEEPING OPERATIONS, AND WHAT MOFA WAS DOING TO MOVE

PROCESS ALONG. HE SAID MOFA HAD BEEN CAUTIOUSLY ENCOURAGED BY PUBLIC AND POLITICAL REACTION TO TRIAL BALLOON LAUNCHED LAST MONTH CONCERNING POSSIBLE GOJ CONTRIBUTION TO PEACEKEEPING ACTIVITIES (SEE REF B). OPPOSITION PARTIES FOR MOST PART HAD REACTED CALMLY; DEMOCRATIC SOCIALISTS HAD EXPRESSED QUALIFIED SUPPORT, AND EVEN COMMUNIST CRITICISM HAD NOT SEEMED ADAMANT. HAVING AIRED ISSUE PUBLICLY, MOFA HAD THEN FOCUSED ON WAYS TO MOVE IDEA TOWARD IMPLEMENTATION, WITH NAMIBIAN ELECTIONS SEEN AS LIKELY FIRST TEST CASE.

3. MOFA WAS CONSIDERING POSSIBLE SOURCES OF PERSONNEL FOR A NAMIBIAN CONTINGENT WHICH WOULD NOT REQUIRE AMENDMENT OF SELF-DEFENSE FORCES LAW. ONE POSSIBILITY WAS SECONDMENT OF JSDF OFFICERS TO MOFA; ANOTHER WAS USE OF VOLUNTEERS FROM WITHIN MOFA; A THIRD WAS RECRUITMENT FROM JAPANESE OVERSEAS VOLUNTARY ORGANIZATION (JAPANESE PEACE CORPS). REGARDLESS OF WHICH ALTERNATIVE WAS CONFIDENTIAL

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CHOSEN, ANY JAPANESE UNTAG CONTINGENT WOULD BE SMALL. BASED ON NAMIBIAN EXPERIENCE, AND DOMESTIC REACTION TO IT, DECISION WOULD BE TAKEN AS TO WHETHER AND HOW TO PRESS AHEAD WITH AMENDMENT OF SELF-DEFENSE FORCE LAW TO PERMIT ACTUAL DISPATCH OF MILITARY PERSONNEL ABROAD IN FUTURE UN CONTINGENCIES.

4. MOFA HAD HOPED TO HAVE PLAN, COMPRISING BOTH PERSONNEL AND LOGISTICAL SUPPORT FOR UNTAG, WHICH COULD BE IMPLEMENTED IMMEDIATELY ONCE DATE WAS SET FOR NAMIBIAN ELECTIONS. WITH DEADLINE APPROACHING SOMEWHAT MORE RAPIDLY THAN EXPECTED, HOWEVER, WATANABE WAS CONCERNED WHETHER ALL WOULD BE IN PLACE IN TIME. HE WISHED TO UNDERSCORE PROBLEMS, AND URGED THAT WE NOT ASSUME SUCCESS.

COMMENT: JAPANESE DECISION-MAKING PROCESS, SLOW UNDER ANY CIRCUMSTANCES, IS ESPECIALLY CUMBERSOME ON ISSUES AS POLITICALLY SENSITIVE AS THIS. FOR COUNTRY WHICH ONLY RECENTLY COULD SEE FIT TO DISPATCH MILITARY SPORTS TEAMS ABROAD, PARTICIPATION, EVEN IN QUASI-CIVILIAN CAPACITY, OF JSDF PERSONNEL IN UNTAG WOULD BE MAJOR DEPARTURE WITH SIGNIFICANT POLITICAL AND FOREIGN POLICY IMPLICATIONS.

THERE IS NO DOUBT OF SERIOUSNESS WITH WHICH MOFA IS  
PURSUING THIS PROJECT. HOWEVER, THERE IS ALSO NO DOUBT  
THAT IT WILL BE SUBJECTED TO MOST CAREFUL SCRUTINY BY  
ENTIRE GOVERNMENT BEFORE JAPANESE CONTRIBUTION TO UNTAG  
BECOMES REALITY. MANSFIELD

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## Message Attributes

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**Capture Date:** 01 jan 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** INTERNATIONAL PEACEKEEPING FORCES  
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**Draft Date:** 17 jul 1978  
**Decaption Date:** 01 jan 1960  
**Decaption Note:**  
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**Disposition Approved on Date:**  
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**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 20 Mar 2014  
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**Executive Order:** GS  
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